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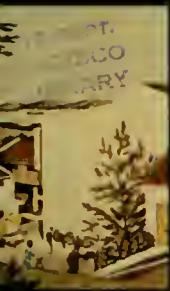


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# The Decade Past And The Decade To Come



**San Francisco Redevelopment Agency**

Chairman  
Walter F. Kaplan



Vice Chairman  
Francis J. Solvin



Michael J. Driscoll



Stanley E. Jensen



Joe Mosle



## From the Members of the San Francisco Redevelopment Agency

**"He's changed the City, perhaps as no man ever has."\***

The man is M. Justin Herman, executive director of the San Francisco Redevelopment Agency.

This is only a small but representative portion of what the national press has had to say about him over the years—

**"What Herman is doing is to help change San Francisco's skyline, clear slums, build housing for the poor, and promote construction of cultural centers in carrying forward the City's \$1-billion redevelopment program. Backing Herman's often abrasive but traditionally liberal zeal is \$192-million in federal grants, which put San Francisco among the top 10 cities in volume of money flowing from Washington and head and shoulders above the country's 900 active redevelopment agencies."**—*Business Week*, May 10, 1969.

**"(One) of the three top urban renewal men in the U.S."**—*Time Magazine*, November 6, 1964.

\*R. L. Revenaugh, *San Francisco Examiner*, March 26, 1969.

**"Mr. Herman has won national applause for his administrative ingenuity and his excellent results as San Francisco's redevelopment director. A Democrat hired for the job in 1959 by a Republican mayor, he successfully sidestepped patronage and bureaucratic traditions to overhaul the City's renewal staff and rejuvenate a moribund program."**—*Life Magazine*, December 24, 1965.

We, the Members of the San Francisco Redevelopment Agency, agree enthusiastically with all of the above. Ten years ago, when Herman was appointed, the City's renewal program had been cited, in fact, as the second worst in the nation. Now it is as good as any anywhere.

The primary purpose of this report is to show what redevelopment means to San Francisco. But because renewal has been so closely associated with one man and his continuing influence, we, the Members of the San Francisco Redevelopment Agency, dedicate this compendium of achievement and commitment to M. Justin Herman, the man who continues to make it happen.



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# The Decade Past And The Decade To Come

San Francisco Redevelopment Agency

## The Decade Past And The Decade To Come

A generous sampling of a decade of progress in renewal and development is recorded in this report. That past is relatively easy to record. In many ways evaluation may be made with clarity and certainty. Pictorial evidence is within these pages. Readers already know or can easily ascertain the renewal's social, cultural and economic additives to San Francisco life. The inquiring visitor may view, walk through or otherwise use structures and enjoy open spaces created through renewal. Those who like statistics in depth can get them readily from the Redevelopment Agency.

Much of what was planned *has* emerged:

- Private housing for low-to-moderate income families and for middle-to-upper income families as well.
- Schools.
- Green, open spaces for children and adults to enjoy in safety.
- Job-orientation and training for dropouts.
- Health, home-making, and assistance with social services.
- An Agency employment policy oriented to the neighborhoods served.
- An Agency employment policy that exploits opportunities for having minorities not only in lower echelon jobs but in the high, professional assignments as well.
- Works of art for the public to enjoy.
- Structures and spaces that respect man's need for beauty.
- Traffic treatment and garaging to help keep the automobile our servant and not our master.
- Boosts to the City's visitor-oriented economy.
- Capturing our national and ethnic heritages through the establishment of representative cultural and trade centers.
- Commercial activities to generate increased employment.

How pleasing it would be for us to say: "*We planned it this way.*" Most of what may now be observed as the results of renewal was deliberately and consciously planned.

But, a tough-minded objectivity tells us that we did not plan *all* of this. We planned ahead but we responded en route to changing needs of the City. We fought for the retention of our goals, no matter what was the opposition, yet we modified them recognizing that we had not the wisdom to determine in advance that there was only one right way—ours—to advance the changes in City life for its people. So often other people had ideas as good or better than our own. We encountered selfishness and self-destructiveness, and tried to find a way—and often did—to live with and get work done with those who manifested their reaction to renewal in these terms.

But we—the Redevelopment Agency people—did not accomplish this alone. In this last decade three mayors supported us in almost every endeavor. Twenty-nine members of the Board of Supervisors inquired, listened, investigated and voted to use the Agency to get some of the City's important work done. Thirteen citizens came out of private life to serve as Members of the Agency and guide its policies and operations. Our work could have been nullified but instead was advanced by the regular City departments.

The Department of Housing and Urban Development, and its predecessor, the Housing and Home Finance Agency, made grants and loans and encouraged practical experimentation in a spirit which reflected a belief that in some ways San Francisco's renewal could be a model for others to use and adapt.

In the decade past we issued from time to time reports to all the civic groups and neighborhood associations who worked with us and on whose guidance we were dependent but now the list has become so extensive as to be unwieldy.

The press, almost always supportive, gave us no blank check and was not above expressing its voice of counter-suggestion and criticism.

It was our good fortune to attract imaginative and dedicated developers willing to risk time, effort and money on many difficult tasks.

These were the planning partners of the Agency staff. Were there always peace and harmony? Did we always agree? The answer to such questions is already known to any alert citizen of San Francisco!

But how about the decade ahead? And who will dare in these troubled times to predict the full range of goals, the modus vivendi, and the mechanisms we will invent and will be invented for us for taking us along the course of a better city life?

We cannot foresee all that must be done and will be done nor how it will all be done. But a great deal is projected in these pages, and on certain broad approaches we can declare ourselves:

- There will be no shift in the emphasis on the creation of jobs, on the better use of land for social, cultural and economic purposes, on the use of partnerships with people involved for the accomplishment of such goals.
- There will be no diminution in the insistence on amenities in architecture, open spaces, works of art for public enjoyment, and greenery.
- Upon adoption of the concept by the United States government, there will be participation in the program proposed January 16, 1967 by the Board of Supervisors upon suggestion of the Redevelopment Agency that all persons who have a reasonable claim to a place in the labor market have access to paid, constructive employment, education or training.
- The volume of quality housing for families will be increased.
- The provision of housing for market-starved single persons, regardless of age or condition of handicap, will be seriously undertaken.

Housing produced will vary in price and amenities above a very acceptable level, but housing by social categories and by income segmentation of its residents must be abandoned.

A new and simpler system for producing good housing rapidly must emerge, for the present system—good as have been its results—is completely inadequate to our needs and our capacities in this country.

Housing will be private in production, use and ownership, but it will be created within the framework of a conscious housing policy and program of the City and County of San Francisco.

Meaningful partnerships with neighborhood groups will flourish. Ideological indulgence on some mythical right of veto over representative government will subside in the awareness of the great benefits of collaborative planning and execution. At last there will be a recognition that a neighborhood has no de facto veto by its own representations to responsible government, except where that government weighing the needs of all the people, of all neighborhoods, is obliged to serve them all.

Neglected neighborhoods will demand the use of the renewal process in some form. The people of the Mission and of Chinatown, for example, will no longer let the benefits of the renewal process pass them by.

The business community looking to the economy, jobs and the tax base will ask itself why the northern waterfront, unlike waterfronts in other port and harbor cities, is not using renewal to bring about the needed benefits plus those of recreation, open space, housing and traffic circulation.

Racism will be fought. Segregation will be fought. Destructiveness will be fought. Poverty will be fought. Not theoretical but down-to-earth programs and projects that respect and encourage the rights and individuality of people will guide the course of the Redevelopment Agency.

Operating within a broad policy of City objectives, the Agency will continue to retain direction in renewal areas of its own planning, architecture, engineering, legal, relocation, housing, business development and fiscal functions. The capacity to deliver products and services in renewal areas parallels the capacity to direct and coordinate these elements.

The Agency will continue to be product and service oriented, engaging in studies and planning only for operational objectives.

Redevelopment will emerge on a legal foundation not only as the City's instrument for the removal of blight but also as the device for creating better urban life. The concept of a development agency as distinguished from a redevelopment agency will take hold. A truth so frequently denied despite the evidence to the contrary will gain public acceptance—even public insistence: That in substantial measure within the community the fruits of private enterprise on the publicly organized foundation of renewal is a far better way of life than rampant, even if daring and imaginative, individualism.

Only a small part of the City's needs has been and will be met by the Agency. It is not an objective in itself. Even though it will be given more assignments by the Board of Supervisors, it does not need more work for its existence or its survival. The Agency is an instrument of the people of the City of San Francisco expressing themselves through their Board of Supervisors and their Mayor, and through the Members he appoints, and through the public agencies and departments and the civic and neighborhood groups and in composite—the San Francisco citizen.

Let us hope that in another 10 years another report of progress can be produced, and that the composite San Francisco citizen will be able to say—how much better are these 10 years than the preceding 10!



M. Justin Herman  
Executive Director



1. Old produce section, before renewal.

2. New townhouses, Whaleship Plaza.

3. Francois Stahly Fountain and apartment towers.



## Golden Gateway



On the very edge of the financial district, crying for redevelopment, was the produce market, a colorful but inefficient and badly blighted nest of low buildings, which the city planning commission had designated a slum immediately after the war.

Like all slums, it does not pay its way, yielding only about a quarter of a million dollars in annual taxes for more than fifty prime acres in the heart of the city.

Moreover, it is particularly difficult to keep clean and well-policed. Rats and vermin infest the hotels and rooming houses where its tiny population of six hundred, mostly old men, live in squalor.

Fire engines cannot move through the streets during business hours when the trucks of the produce merchants are busy at the obsolete loading platforms.

The market, like the Halles in Paris, belongs to the nineteenth century in mood and location, even though its buildings date from the early twentieth.

Clearly a wonderful renewal opportunity existed here, close to the waterfront, within easy walking distance of the financial district and only a little further from the shopping and entertainment districts."—Allan Temko, *Harper's Magazine*, April 1960.

"This Golden Gateway project...is an outstanding example of the town replanning which is California's answer to its urban crisis."—*The London Economist*, July 9, 1960.

"Now rising along the 45-acre waterfront area of what was once the congested wholesale produce center is a magnificent housing and commercial development that's the result of a nationwide architectural and development competition."—Anthony J. Yudis, *The Boston Globe*, November 14, 1963.

"The plaudits of all good men are due to San Francisco for doing what was considered impossible, and awarding a big redevelopment contract, for the Golden Gate project, uncompromisingly on the basis of excellence as established by the Redevelopment Agency's architectural competition."—*Architectural Forum*, November 1960.



1.



2.

1. Jacques Overhoff's bronze sculpture, Boston Ship Plaza.

2. Townhouses and William Heath Davis House, from Jackson Street.



1. Sydney G. Walton Square.
2. Henry Moore's "Standing Figure Knife Edged" and Alcoa Building.
3. Benlamino Bufano's "The Penguins."



1.



2.

3.



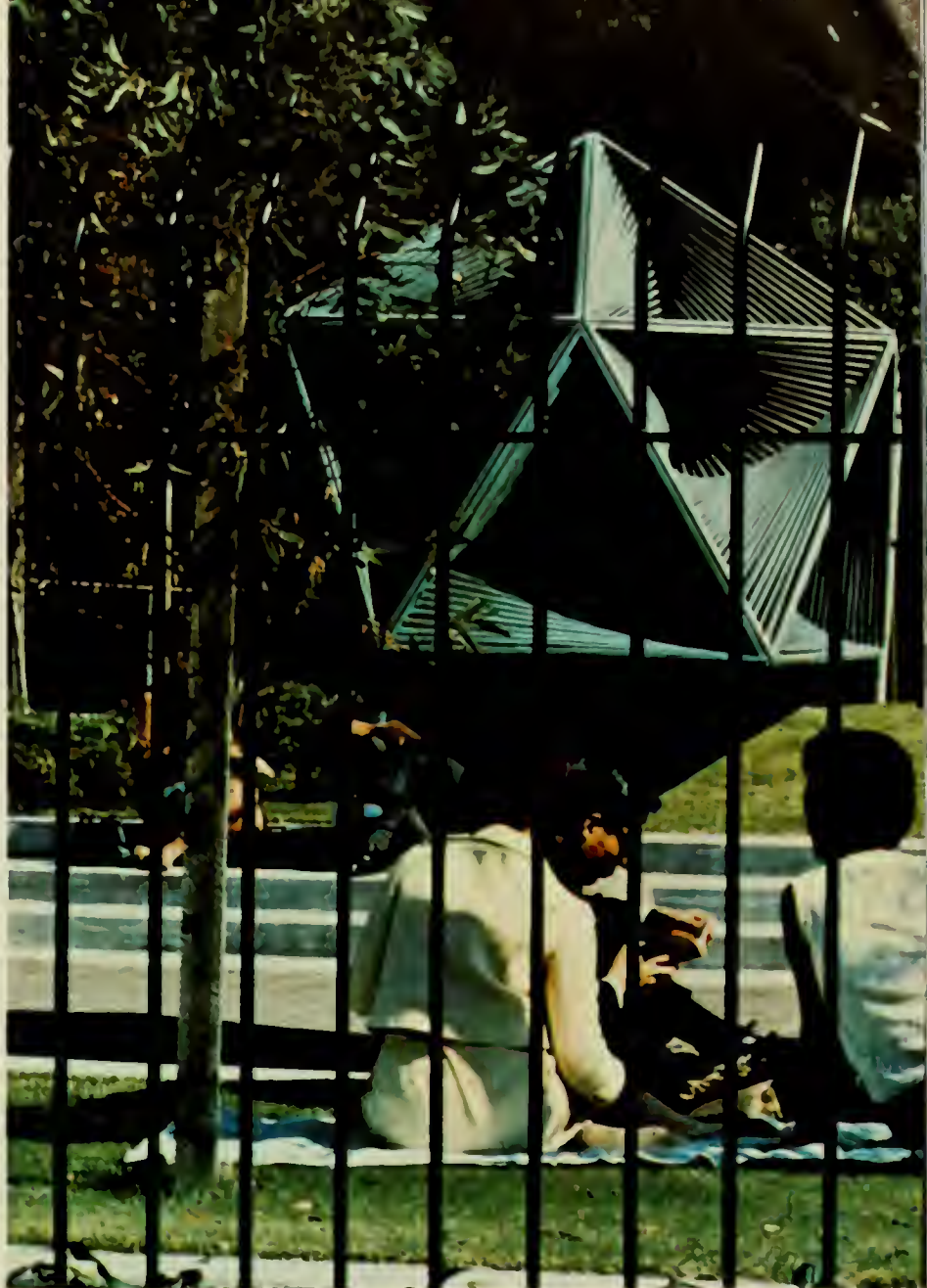
Redevelopment made over the city's picturesque but dirty produce district and produced a city within a city, reflecting traditions of San Francisco—arched openings, color, steps down to street recalling hilly byways, mix of high and low buildings, block-sized park—but making its own traditions in particular quality of its plaza-level living...

... The Golden Gateway is a shining achievement—by the Redevelopment Agency, the developers, Golden Gateway Center, the architects, Wurster, Bernardi & Emmons and DeMars and Peay, Anshen & Allen, associated architects...

When the project is complete some years from now, Golden Gateway will let people live on a plateau above the traffic-ways of the city, let them take the 'high road' to walk to work over bridges which connect the blocks with each other, and will restore some of the amenities most city dwellers have not known for a long time."—Elisabeth Wendall Thompson, *Architectural Record*, September 1965.

Charles Perry's "Icosaspirale" and ontime lunchers.

Old produce market congestion. Relocated produce market, Islais Creek.



1.

3.

2.





1.



3.



"Here the old produce market had to give way, but San Francisco's energetic Redevelopment Agency helped to provide a new one at a location which will benefit both the merchants and the city.

"At the time of my visit, earlier this summer, I saw only the construction fence, around the huge excavation that will be the Golden Gateway, and a quaint old arch, which is the only thing left on the site. Both are symbolic of the exceptional spirit which San Francisco approaches its renewal.

"It is a spirit more sophisticated than the word 'civic pride' would denote and as worldly as it is touchingly parochial. Good architecture and good food really matter in San Francisco . . .

"The archway, left over from the now demolished Colombo Market, will be retained as a whimsical memento of the past. It is surely no great architectural relic, but after some study, was found to be the only worthy one. Along with it, some cobblestones salvaged from the torn up streets, and old cast iron columns from the market will also be used in the new development . . .

"The Renewal Agency's report gives as much space to the project's artistic embellishments—an international competition for the main sculpture was won by the Parisian Francois Stahly—than to the usual budget figures. This, too, could only happen in San Francisco."—Wolf Von Eckardt, *The New York Public*, September 21, 1963.

1 and 2. Robert Woodward Fountain, Maritime Plaza.

3. Overlooking Ironship Plaza townhouses.





"In San Francisco's Alcoa building, the beautifully proportioned glass box hangs within a strong steel cage of vertical and diagonal steel beams..."

"With its crisscross beams bracing it against earthquakes, (it) is spectacular as the centerpiece for the \$100 million Golden Gateway Center.

"Its pedestrian malls are linked by bridges to other buildings..."—*Time Magazine*, August 2, 1968.

1. Colombo Market archway.
2. Alcoa Building.



"Gateway to greatness . . .

"By 1972 there will be a bustle of excitement at San Francisco's Bayfront portal such as has not been seen here since Gold Rush days.

"In more recent times, grocery trucks jammed these waterfront streets as they loaded up with onions and cabbages for Bay Area tables.

"But three years hence, these streets will look more like those shown here.

"The tall structures behind the Ferry Building sit on the 8½ acre Embarcadero Center.

"By 1972, you'll be seeing its wedge-shaped hotel in operation, as well as the 45-story Security Pacific Bank building . . ."—*California Living*, May 11, 1969.

1.

2.

## Embarcadero Center

1. Before redevelopment.

2. Embarcadero Center model.





"So what do you do on a Sunday afternoon in May of 1972 at the foot of Market Street in Fabulous San Francisco?...

"Take a walk.

"A walk along the waterfront starts at the Embarcadero Plaza, a four-acre \$1.3 million bit of green, with big sounds, big sights. A noisy haven at the hub of traffic. It's all neutralized by Embarcadero Plaza.

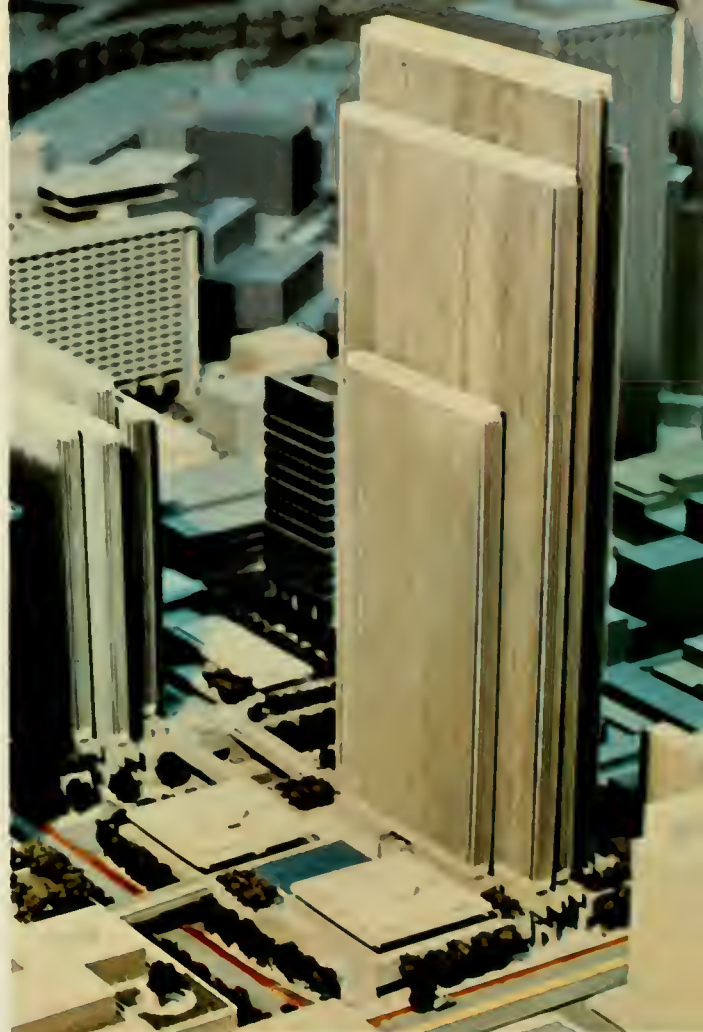
"It is the southern anchor of the new North Waterfront; a strange and wonderful man-made glen.

"You walk past the little cafes that smell more like American hotdogs with tangy mustard than French or Russian pastries. But maybe that's all right, too. The North Waterfront is a little bit like Coney Island of old—good for the kids, the tourists and a Sunday on the edge of the water.

"In fact, a walk through the Plaza is like a happening. At the north end of the plaza, the busiest happening of all. America's first great monumental fountain, they said. When Armand Vaillancourt, that wild French Canadian sculptor, first unveiled his model, some San Franciscans said he was mad.

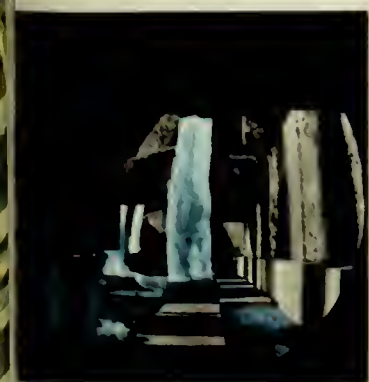
"But then who else could visualize a man-made Niagara Falls, or hear roaring waters, or feel the swirling mists. You walk through myriads of sparkles, tremble to the cacophony that joins, yet overpowers, the frantic noise of The City." — Dick Revenaugh, *California Living*, May 11, 1969.

1. Security Pacific Bank Building.  
2. and 3. Armand Vaillancourt Grand  
Fountain.



1.

2.



1. Diamond Heights, before renewal.
2. Downtown view from Red Rock Hill apartments.

1.



## Diamond Heights



2.

"A craggy goat pasture becomes an oasis of handsome varied housing.

"Diamond Heights presented unique opportunities, for it was a choice area at the crown of the hills west of downtown San Francisco. But it was rendered undevelopable privately by scattered land holdings amid a gridiron plat that left many ravine lots with no access.

"Replatted to follow contours, Diamond Heights' land was promoted like a real estate development and the Redevelopment Agency got prices high enough (some hilltop lots went for as much as \$15,000) so the project will need no federal subsidy.

"Moreover, by pricing prime sites high, the city took in enough money to sell sites for middle-income units at artificially low prices—a Robin Hood policy of letting the rich help pay for housing the poor..."—*House and Home*, February 1964.







1.

Nowhere else in the U.S. has a big city come up with such a showcase of handsome residential projects only minutes from downtown. San Francisco's breakthrough is an object lesson for the nation.

These two renewal projects (Western Addition Area 1 and Diamond Heights) set a new standard of quality in urban housing design.

(They) are two of the most exciting—and strikingly different—urban renewal projects in the country."—*House and Home*, February 1964.

In Diamond Heights, which made history in a court test of the California Community Development Act since it involved a proposal to 'redevelop' undeveloped land, several hundred families have moved into custom-built single-family houses, developer-built single family houses, townhouses and condominium apartment units.

A neighborhood shopping center and office building has been completed, and over 400 moderate-rent garden units are being built."—*Architectural Record*, September 1965.

Red Rock Hill apartments along Diamond Heights Boulevard.



1.



2.

1 and 2. Stefan Alexander Novak  
decorative safety wall.  
3 and 4. Glenridge.



3.



4.





1.

Glenridge is almost too good to be true...

The project is, critics say, well designed. It is racially balanced, totally integrated and, indeed, moderately-priced in its rentals...

The last of Glenridge's 275 housing units are now being rented, and already there's a waiting list...

The beginnings were not so smooth...

There were complaints from neighbors who did not want 'poor people' downgrading the Glenridge area and there were problems with construction due to soil conditions and the hilly sites.

"The project is strung out over 14 acres along the southern slope of Diamond Heights and built on three separate tracts of land..."—Scott Blakey, *San Francisco Chronicle*, May 19, 1969.



2.

1. Diamond Heights Elementary School.

2. Glenridge mini-park.

"All the designs (for moderately-priced housing in Diamond Heights) reflect a strong respect for people as human beings and for their need for more than bread in their daily lives." —Elisabeth Kendall Thompson, *San Francisco Examiner*, August 12, 1963.



1.



2.



3.

1. American Housing Guild homes, Gold Mine Hill.  
2 and 3. Hayman homes, along Gold Mine Hill Drive.

"The redevelopment agency spent \$9.5 million buying the land and grading the hills, moving 2 million cubic yards in the process.

"...On the slopes are scores of new single-family homes, some of them expensive, some modestly priced, but all exhibiting the imaginative architecture that has come to be expected in San Francisco." — *The Louisville Courier-Journal & Times*, March 5, 1967.





1.



2.



3.

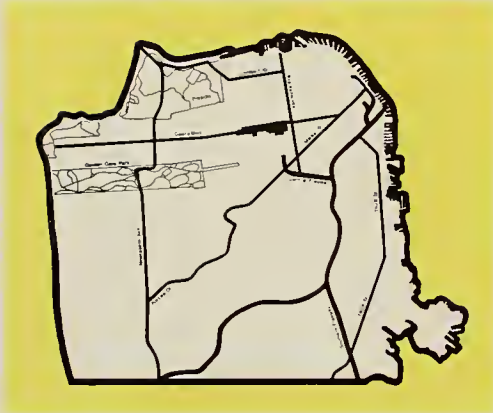


4.

1. St. Nicholas Syrian Antiochian Orthodox Church.
2. Shepherd of the Hills Lutheran Church.
3. St. Aidan's Episcopal Church.
4. John F. Shelley Fire Station.

"The Western Addition project, proposed in 1949, was a model enterprise, the first of its kind to take advantage of new federal legislation enabling cities to pay a comparatively small share of redevelopment costs by providing streets, sewers, and other facilities which would be needed in any case and often are already in existence."—Allan Temko, *Harper's Magazine*, April 1960.

## Western Addition A-1



"The once-fine old houses in this area began their decline when the earthquake and fire caused an influx of refugees into the undamaged Western Addition.

"Housing shortages in World Wars I and II repeated the doubling-up process to the point that, in 1948, the San Francisco Board of Supervisors declared a portion of the area 'blighted,' thus making it eligible for redevelopment under the state's Community Redevelopment Act of 1945.

"The redevelopment area was broken into two parts, known as Area I and Area 2."—Elisabeth Kendall Thompson, *Architectural Record*, September 1965.

"St. Francis Square: City's first moderate-priced and multi-racial co-op housing project successfully creates new environment in series of courts."—*Architectural Record*, September 1965.

1 and 2. Award-winning St. Francis Square.

1. 2.





1. The way it used to be.
2. New Western Addition Public Library.
3. Laguna, O'Farrell (background) and Laguna Heights apartments.

1.



2.



3.



1.

"(San Francisco's) most sweeping project is the Western Addition just west of the downtown business district, where a slum, eleven by four blocks, is being leveled and replaced by apartment houses, office buildings, a hospital, a medical building, garages, a Japanese Cultural and Trade Center and a Roman Catholic cathedral, and a 299-unit, successfully integrated cooperative."—*Time*, November 6, 1964.

"What especially distinguishes these two projects (Western Addition and Golden Gateway) is the important role assigned to architecture as the means of providing an environment which recognizes both human values and urban relationships at the same time that it does not ignore essential economic factors. Each project makes this point in a different way..."—*Architectural Record*, September 1960.

"San Francisco, through urban renewal, has demonstrated how low-income, moderate-income and high-income housing can be provided in the core area of the central city."—Dr. Robert C. Weaver, former Secretary, U.S. Department of Housing and Urban Development, *The Washington Post*, April 5, 1964.

1. The Sequoias-San Francisco retirement complex.
2. Carillon apartments.
3. Phoebe A. Hearst Preschool Learning Center.



2.

3.







2.

- 1. First Unitarian Church addition.
- 2. St. Mary's Cathedral, model.





1.

"From a fountain of fire centered in a vast reflection pool to a simulated forest of feathery bamboo plantings, the pavilion is an architectural delight. Shops, garden areas, tearooms and displays open onto a maze of squares and walkways protected from the elements by an overall roof and from street noise by a deceptively austere wall which fronts onto Buchanan St. Parking for 800 cars is accommodated underground.

"Adjacent to the pavilion is the Miyako Hotel, richly furnished with low-slung Japanese furniture and managed in traditional Japanese style with a kimono-clad doorman and bowing, smiling bellboys wearing happi-coats. An overnight stay here can be a real Oriental adventure, especially if you request one of the typical ryokan rooms carpeted with rush mats and with the bed placed directly on the floor...

"San Francisco's Chinatown still has its charms, but the Japanese Culture and Trade Center's reflection ponds, rock gardens and interweaving of texture and architectural planes produce a tranquil world where the usually hectic activities of sightseeing and shopping may be accomplished with little effort, plus the exotic sense of being in an Oriental land.

"Don't miss it when you visit San Francisco."—Choral Pepper, *Los Angeles Times*, June 22, 1969.

1 and 2. Yoshiro Taniguchi's Peace Pagoda.





1.



2.

"Japantown, on Post and Buchanan Sts. in San Francisco, is the Nisei answer to San Francisco's famous Chinatown.

"This burgeoning 1-square-mile Ginza is part of an urban renewal project to redevelop an antiquated district... Opened recently, San Francisco's Little Japan consists of a thick concentration of import shops featuring groceries, hardware, electronic wizardry, restaurants, jewelry shops, art galleries, flower-arrangement displays, dress shops, Japanese business and financial houses and gifts—all woven among postage-stamp gardens, stepping stones and earthenware pools under a covered pavilion called the Japanese Cultural and Trade Center.

"In spite of its impressive architecture and exotic landscaping, it remains a tourist sleeper—possibly because it was created by Japanese-Americans to enjoy for themselves and not purely as a tourist gimmick. This is the first time in its long history that San Francisco's 10,000 Japanese population has had a sector catering exclusively to its own cultural refinements."—Choral Pepper, *Los Angeles Times*, June 22, 1969.

1. Miyako Hotel.

2. Inside the Bridge of Shops.

3. Annual Cherry Blossom Festival.



3.



2.



## Western Addition A-2

"This redevelopment is adjacent to the Western Addition Area I, where there are high-rent units and the racially integrated moderate-income St. Francis (Square) Redevelopment.

"The proposed new urban renewal project in the neighborhood is much larger and more significant than the first..."

"Here is an example of what can be done to minimize dislocation, provide a stable pattern of bi-racial living, and achieve a degree of economic diversification under urban renewal. In this respect it is similar to the West Side Urban Renewal of New York City. These two proposed redevelopments represent a prototype of the potential of urban renewal to make a positive contribution toward the establishment of democratic housing patterns. They present a challenge to the program and to the cities of the Nation."—Dr. Robert C. Weaver, former Secretary, U.S. Housing and Urban Development Department, *The Urban Complex: Human Values in Urban Life*, Doubleday, 1964.

1 and 2. Rehabilitated Victorians along Bush Street.

3. Blight, before renewal.

3.







3.

1 and 2. Ridley Square, the first mini-park.  
3. The way it has been.



2.



1. Western Addition Community Tree, and Martin Luther King Square.



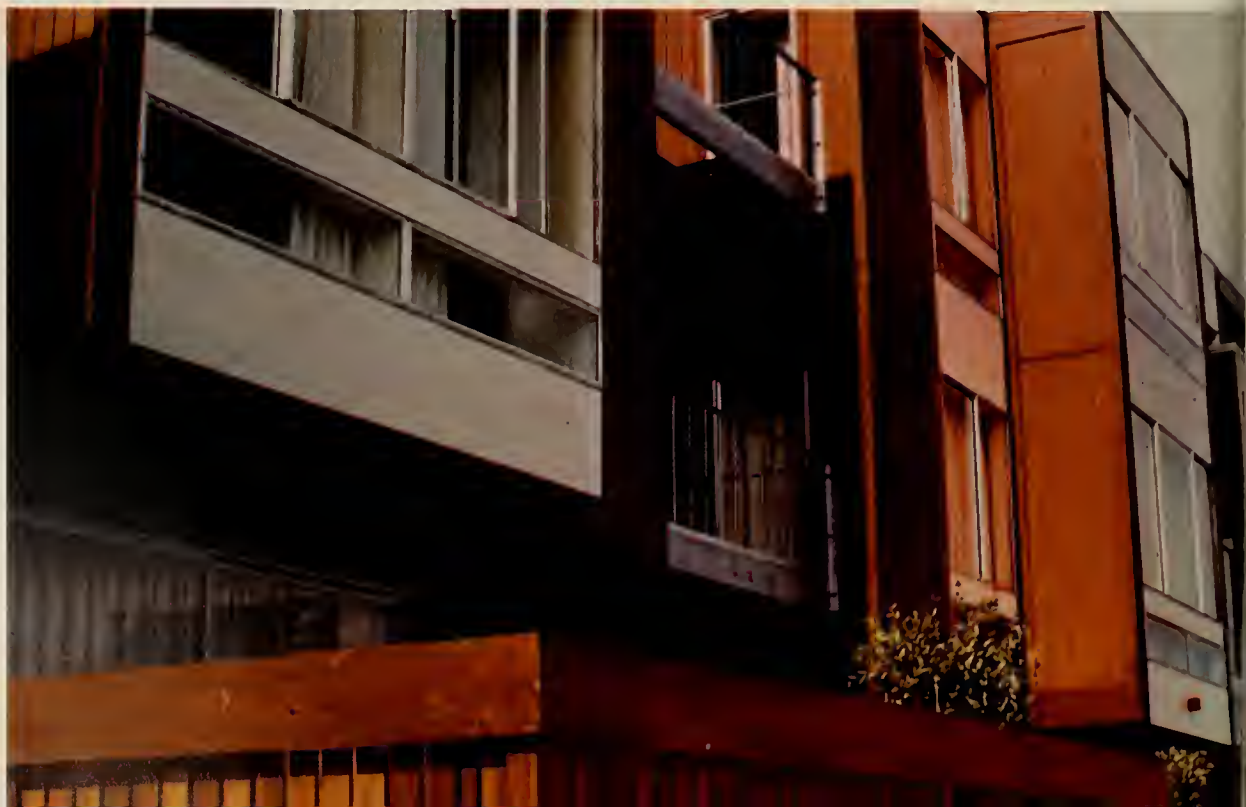
2.

"Martin Luther King Square, the new complex of town house units in the Western Addition area of San Francisco, is a fitting tribute to a man whose name has become symbolic of brotherhood. It is also a stunning display of what is being accomplished across the Nation when neighborhood organizations, private enterprise and private philanthropy and local and Federal Governments all set out cooperatively to bring a better life to the disadvantaged.

"Rentals in this handsome complex will be geared to income and will range from \$33 to \$122.50 for a single bedroom unit to \$52 to \$187.50 for four bedrooms. Priority tenancy will be given families displaced by redevelopment; for those who gain admission to Martin Luther King Square, a new and higher standard of living will be instantly attained.

"The 110 units of King Square are only the first of nearly a score of such developments planned by the San Francisco Redevelopment Agency and its associated sponsors. All represent realistic solutions to a problem plaguing all American cities."—*San Francisco Chronicle Sunday Punch*, August 23, 1969.

3.







1. Martin Luther King Square.  
2. Westside Public Health Center.

1.

2.





1.

2.



1. The Nihonmachi (Japan Town) of shops and residences to come.  
2. Banneker Homes, more low-to-moderate-priced housing.



"By utilizing all of the tools now available to urban renewal, the local public agency expects to provide, under redevelopment, some 4500 dwelling units for families, and accommodations for 1450 single persons...

"The new community, like St. Francis Redevelopment, will be a stable racially integrated neighborhood... But it will have an additional feature; it will be composed of low- as well as moderate-income occupants, and, perhaps, a few higher-income households and individuals. There will be an almost equal number of rehabilitated and newly constructed dwelling units in the redevelopment."—Dr. Robert C. Weaver, former Secretary, U.S. Housing and Urban Development Department, *The Urban Complex: Human Values in Urban Life*, Doubleday, 1964.

1. First scattered public housing scheduled for the area.
2. Future Fillmore Community Development Association housing.
3. Friendship Institutional Baptist Church development.

1.

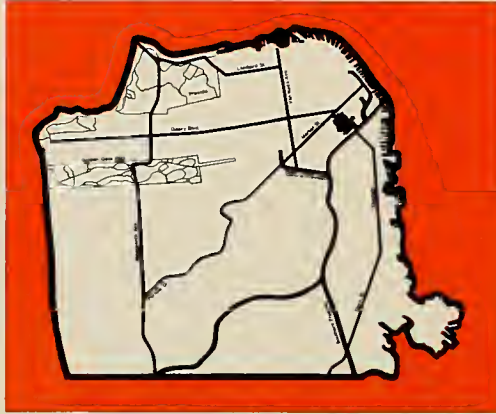


2.



## Yerba Buena Center

1. Three-block convention, business and sports center to be.



"The status quo in the Yerba Buena Center area lying between Market and Harrison and between Second and Fifth streets, is nothing that stirs one's interest to preserve. Here among 3800 inhabitants are found the prevalent diseases of blighted and slum areas—alcoholism, tuberculosis, venereal disease. Here also are found the highest hazards from hotel fires that the city has to cope with (averaging nearly 50 a year). Here jobs and productive activity are declining and the burdens of the social welfare agencies are increasing. By going ahead with its plans for transformation—to which the Federal Government is committed to contribute

1.





around \$31 million—the Redevelopment Agency expects to change dramatically 'the character and public image of one of the city's most blighted areas.'—*San Francisco Chronicle*, January 18, 1966.

"Ice hockey and basketball fans should find their kicks conveniently close by 1972 or soon thereafter. Yerba Buena Center's new sports arena will be so near the Powell Street BART station you'll be able to reach it through an underground passage. Drivers will put their vehicles in the adjacent 2000-car garages.

"If you're a shopkeeper, restaurateur or taxi operator—or any of the occupations that prosper from tourism—look for a spurt in business from 1972 on as the town's 7000 new hotel rooms bring in bigger conventions and as Yerba Buena Center's convention complex gets into operation."—Gerald Adams, *California Living*, May 11, 1969.

"The San Francisco Redevelopment Agency today took the wraps off its bold and dramatic design for transforming three skid row blocks into one of the most dynamic urban centers of America.

"Besides unveiling a scale model of what is to become the core of the six-block Yerba Buena Center South of Market, the agency invited developers to come forward with proposals for building it—the faster the better...

"That job requires the construction in a few years of a 14,000-seat sports arena, 350,000 square-foot convention hall, 800 room hotel, half a dozen office towers, 2200 seat theater, airlines terminal, cultural center, shops, restaurants, garages for 4000 cars, pedestrian malls and landscaped plazas.

"All this will go up (and under) the three huge blocks bounded by Third, Fourth, Market and Folsom Streets.

"As designed by a team headed by famed Japanese architect Kenzo Tange, the three block development will be all the way a three-level affair."—Donald Canter, *San Francisco Examiner*, June 5, 1969.



1. Sports Arena, model.
2. Hotel (background), overhead garages and great ramp towers.
3. The South of Market scene today.





“Urban renewal, San Francisco-style, is different.

“Just like everything else about possibly America's most beloved city, urban renewal is practiced here with a sensitivity and a flair that make the efforts of most other cities appear lumbering and pedestrian...

“Everywhere (you) could see evidence of the careful planning that goes into renewal planning here. It could be seen in the insistence on not just good but great architectural design, in the attention given to aesthetics and amenities for ‘the good life,’ and on the consideration given the sociological aspects of redevelopment...

“Another aspect of urban renewal in San Francisco that differs from other cities is the extent to which the public is allowed and encouraged to participate in the planning of the projects and the decision-making that follows.

“No renewal project is launched or even proposed here without extensive public discussion, formal and otherwise. There are more public hearings than most cities have, and most are well attended.”—*The Louisville Courier-Journal & Times*, March 5, 1967.

And developments just outside of the three central blocks of Yerba Buena Center:

1. United California Bank rehabilitation, from old warehouse to operations center.

2. Taylor-Woodrow Property Company Limited office building and garage.

2.







1.

2.



3.

1. Proposed Del Monte Corporation international headquarters.

2. Housing for the elderly, on Clementina Street.

3. But a blighted area today.



1.



1. The new Hunters Point to be, overlooking proposed India Basin Industrial Park.  
2 and 3. Bayview-Hunters Point Community Development Corporation housing to come.

2.



3.







1.

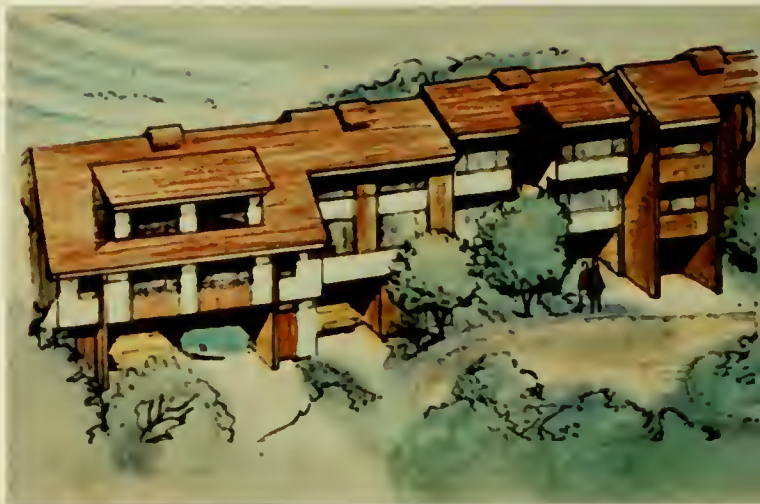


## Hunters Point

"The San Francisco Redevelopment Agency and residents of the city's Hunters Point and Butchertown (since renamed India Basin Industrial Park) areas have shown that citizen participation in renewal planning can work..."

"After three years of concentrated cooperative effort on the part of (a) area citizens, (b) the Redevelopment Agency, and (c) a jointly selected consulting firm, plans for renewal of Hunters Point and Butchertown have been given both local and federal government approval.

"The plans, which call for coordinated development of a new residential community in Hunters Point and a new India Basin Industrial Park that will provide employment opportunities for Hunters Point and other nearby residents, will cost some 65.5 million dollars to execute..."—*Journal of Housing*, May 1969.



1. Hunters Point housing, 1969.
2. Ridge Point Methodist Church housing of tomorrow.
3. Bayview-Hunters Point Credit Union housing to come.

3.



"The commander of the great naval shipyard in San Francisco inspected the temporary wartime housing on Hunters Point in 1948 and declared that the 2,300 units occupied by the yard's workers had become 'almost unlivable'.

"Fortunately, he added, they would all be vacated by mid-1949.

"A generation later, there is finally hope that Hunters Point may be transformed from San Francisco's dreariest ghetto to a livable neighborhood, serving not only the 800 families who inhabit the temporary wartime housing but another 1,200 as well...

"Next to the shipyard are a few blocks of uninspiring buildings, including drab permanent housing units, a badly designed school, and the recreation center. On the ridges closer to the freeway, it is an almost treeless waste, scarred by rows of wooden barracks-like structures.

"Close at hand, the buildings look still worse. They are two stories high; battleship gray, pale green, beige, or some other washed-out pastel in color; and each serves as home for eight families. The area is always ripe for unrest, and racial outbreaks have been frequent."—Michael Harris, *CITY Magazine*, November 1967.

1. Still more low-to-moderate-priced housing—Bayview-Hunters Point Credit Union units.

2 and 3. Planned Double Rock Baptist Church units.



2.







1.



2.

1. and 2. Also for and by the community—All Hallows Roman Catholic Church units.

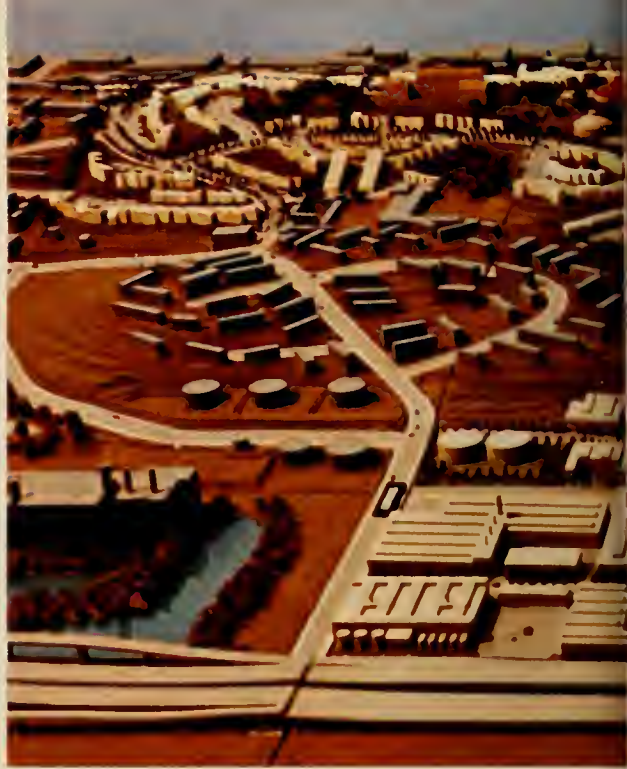


"Plans for the 134-acre project area call for clearance of about 71 percent of the 263 buildings there for the development of a medium density residential community of single-family homes and multi-unit apartment buildings. A large portion of new Hunters Point housing will be built by community-based non-profit groups especially for low- to moderate-income tenants..."

"In addition to the new housing, the Hunters Point community will have a new commercial center and new schools, churches, and child care centers. New recreation facilities, now seriously lacking in Hunters Point, will include a neighborhood activities building, two large parks, a large playfield, tot lots, and pedestrian pathways." — *Journal of Housing*, May 1969.



1.



2.



1. Butchertown today.
2. Planned India Basin Industrial Park.
3. Possible future plant for James Allan & Son, artist's rendering.

## India Basin Industrial Park (Formerly Butchertown)

"According to the 1965 survey sponsored by the Greater San Francisco Chamber of Commerce, Butchertown offers a potentially excellent site for new industrial development in San Francisco. Its present state, however, is little better than an industrial slum. Many of the city's meat-packing companies are housed in dilapidated, obsolete Butchertown structures. Other businesses, including auto wrecking operations, which clutter the landscape and yet offer few jobs are also located in Butchertown..."—*Journal of Housing* May 1969.



3.





For redevelopment purposes, India Basin Industrial Park has been divided into two districts. District I, located in the southern portion of the project area, where Butchertown meets Hunters Point, is slated for light industrial use. Much of the renewal there will be accomplished through rehabilitation. District II, located in the northern part of Butchertown, will undergo major clearance to free large sites for heavier, high-employment industry. Officials hope that the number of jobs in Butchertown, currently about 1400, will more than double and perhaps triple through redevelopment...

Renewal will give India Basin Industrial Park a new street system to accommodate industrial traffic and to relate the area to the surrounding streets. A proposed freeway will run along the northern boundary of the project area. About 4.5 acres of the project will be used for such retail and business services as restaurants, branch banking, and professional offices..."—*Journal of Housing*, May 1969.



1.

1. Butchertown now.



## Chinese Cultural And Trade Center

"The Chinese Cultural and Trade Center, which will bridge Chinatown and the Financial District and hopes to bridge East and West, officially got under way yesterday..."

"The \$14 million complex will be 27 stories tall, contain a 572-room hotel operated by Holiday Inns of America, and a 460-car garage."

"The huge third floor, however, will contain the Chinese Cultural and Trade Center. And it will be linked to Portsmouth Square and Chinatown by a 28-foot-wide pedestrian bridge spanning Kearny Street."

"The 20,000 square feet of space will be leased to the non-profit Chinese Culture Foundation for \$1 per year by the private developers, Justice Investors, although the developer will contribute the entire \$650,000 cost of the cultural center's construction."

"This unusual financial arrangement was arranged on behalf of the city by the Redevelopment Agency, which was asked by the Board of Supervisors to find a developer that could deliver on the many promises of a center city fathers had been making to the Chinese community for years."

"Yesterday showed just how well the agency delivered."—Ron Moskowitz, *San Francisco Chronicle*, August 21, 1968.



1. Chinese Cultural and Trade Center, model.

2. Making the site ready for renewal.



2.



City And County Of San Francisco





## Chinese Cultural And Trade Center

The Chinese Cultural and Trade Center is a project of the Chinese American National Council (CANC), a national organization of Chinese Americans. The center is located in the heart of the city of Los Angeles, in the area known as Chinatown. The center is a multi-story building with a traditional Chinese architectural style. It is a place where Chinese Americans can come to learn about their culture and heritage, and where they can also do business with other Chinese Americans. The center is a place of pride and honor for the Chinese American community in Los Angeles.

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# City And County Of San Francisco

Joseph L. Alioto, Mayor

## Board of Supervisors

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Jack Morrison

Ronald Pelosi

Peter Tamaras

Dorothy von Beroldingen

## San Francisco Redevelopment Agency

Post Office Box No. 646



## Redevelopment in San Francisco

- a. GOLDEN GATEWAY    e. YERBA BUENA CENTER  
b. DIAMOND HEIGHTS    f. CHINESE CULTURAL & TRADE CENTER  
c. WESTERN ADDITION, AREA 1    g. HUNTERS POINT  
d. WESTERN ADDITION, AREA 2    h. INDIA BASIN INDUSTRIAL PARK

October 1969

Design: Ken Ruffner

Typography: Spartan Typographers

Lithography: California Printing Co.

St. Mary's Cathedral; Yerba Buena Center Central Blocks, and Embarcadero Center Fountain Model Photos—Gerald Ratto

Portraits: Model photos of Chinese Cultural & Trade Center, Hunters Point & India Basin Industrial Park—Ronald Hammers

Photos of Icosaspire, Whaleship Plaza, Moore Sculpture—Dickay & Harleen

Photo of Taylor-Woodrow Model—Dwain Faubion

All others—Winston Sin

The preparation of this report was financed in part through Federal advances, loans, and grants from the Department of Housing and Urban Development under the provisions of Title I of the Housing Act of 1949, as amended.





10-71-73  
c4

# San Francisco Redevelopment 1971-1973









## San Francisco Redevelopment 1971-1973







Mayor Joseph L. Alioto

Only a few weeks before his unexpected death, M. Justin Herman, the executive director of the San Francisco Redevelopment Agency, set down his feelings about urban renewal, its past, its present and its future. His statement which follows, never before published and unchanged except for updating, forms the basis for this public report of the activities of the San Francisco Redevelopment Agency. It is as valid now as it was when he wrote it.

My friend Justin Herman was a talented man driven by a deep devotion to San Francisco. He was a doer of the word. He transformed slums into permanent things of urban beauty. In few men have the artist and public servant combined with such dynamic force as they did in Justin.

His fame is cast in durable urban quality that arose where squalor once held sway. Justin's greatest tribute is mirrored in his works.

Joseph L. Alioto  
Mayor of San Francisco  
May 1, 1973



M. Justin Herman

Vaillancourt Fountain,  
Justin Herman Plaza  
Golden Gateway



Chinese Cultural and Trade Center



Golden Gateway



Western Addition A-1

Western Addition A-2

Yerba Buena Center







India Basin



Hunters Point

Diamond Heights









## SAN FRANCISCO REDEVELOPMENT

Periodic assessment by the general public of any city program is desirable. Redevelopment in San Francisco with its many faected and complex operations is no exception, particularly since the individual citizen usually has exposure to only one or two of its operations. Opportunity to obtain a broad overview thus becomes essential for him. Likewise the big—highly publicized—redevelopment issues of the day as they come and go deny perspective to the process. The project slowdowns and stoppages over lawsuits and inadequate Federal funding, the perils of the auto dismantlers' relocation, the protest of one neighborhood group against the carrying out of the approved redevelopment plan for a nearby project, the storming of Agency meetings by neighborhood groups over their own disagreements, etc., obscure redevelopment's progress and provide the usual distortions which negative incidents have over positive accomplishments. The latter includes the steady placement of residents in good housing, the commencement of construction, the dedication and uses of new structures, and the provision of jobs and contracts for minorities. Periodic assessment in some balanced fashion is needed if any real perspective is to be reached.

Where has redevelopment been? Where is it going? Where should it be going? Is it a method for the reconstitution of urban life that has served its purpose and should be allowed to phase itself out of existence? Or does it have even greater meaning and usefulness in the changes and development of "the managed city"?

It is to renewal's past and current performance and future policies that this report addresses itself.

Fountain of the Four Seasons  
by Francois Stahly  
Sydney G. Walton Square  
Golden Gateway







I. REDEVELOPMENT  
IN ITS MAJOR  
DELIVERY STAGE

In the redevelopment of a city, planning is rarely undertaken except with the intention and result of putting such plans to work. The plans of eight San Francisco redevelopment areas are all in the construction or in use stage. An additional project—in Chinatown—has just been funded.

Housing for people of a wide range of incomes has long been the goal in renewal areas—housing for elderly singles and couples of modest income. Housing for families of low-to-moderate income. Housing for moderate income families. Housing for families who can afford market rate housing. Rehabilitated housing for all incomes.

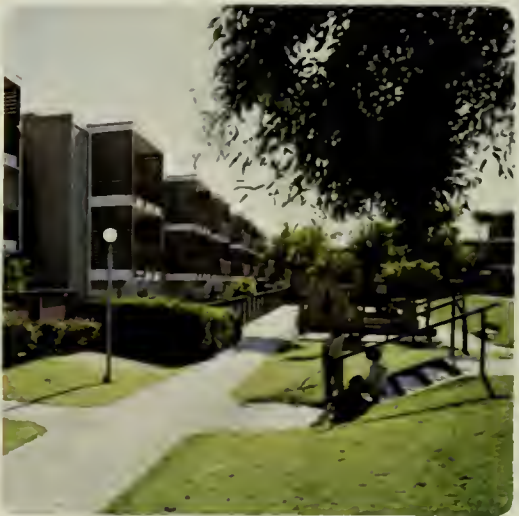
Critics proclaim that more housing has been torn down than is being built. The simple fact remains that in a built-up city the worn-out housing must first be removed to make way for the new. Moreover, with the increase in renewal accommodations for almost 20,000 more residents than were originally housed, such criticism cannot be taken seriously.



Thomas Paine Square  
Western Addition A-2



Jackie Robinson  
Garden Apartments  
Hunters Point



St. Francis Square  
Western Addition A-1



Loren Miller Homes  
Western Addition A-2

Prince Hall Apartments  
Western Addition A-2



Vista Del Monte  
Diamond Heights

The Redevelopment Agency, producing 45 percent of its new housing for people of low-to-moderate incomes, intends to pursue its comprehensive housing program which attends to the needs of other income groups as well.

This will mean continued resistance to those who throw legal obstacles in the way of redevelopment progress, as in the case of the opponents of Western Addition Area 2 and Yerba Buena Center developments. It will not take the public much longer to observe that such "class action" law suits have mostly slowed down the housing process and extended the time in which households of low-to-moderate income have been confined to substandard housing and denied good housing opportunities.

Out of the redevelopment process has evolved the largest volume of new open space for enjoyment by citizens of San Francisco that has been created in this generation. All kinds of open space. For example, miniparks for children long deprived of such spaces to remove the curse of areas in transition. Sitting and strolling areas. Plazas for public assemblages and events. Neighborhood gathering places. Playgrounds. Open spaces designed into private developments. Sheltered places for the elderly. These are some of the new open spaces. Other existing areas have been enhanced. More is on the way. What process in San Francisco in our time other than redevelopment can show such additions to our open space?

Martin Luther King Square  
Western Addition A-2



Community meeting room,  
Thomas Paine Square  
Western Addition A-2









Maritime Plaza  
Golden Gateway



Security Pacific Bank Building entryway  
Embarcadero Center



Murata Pearl Company, Japanese Cultural and Trade Center

Japanese Cultural and Trade Center  
Western Addition A-1





Nihonmachi (Japan Town)  
Western Addition A-2

In the heated battles over so many issues—not involving redevelopment—faced by the Unified School District and the City and County, development of schools in renewal areas has been taken for granted. Western Addition A-1 alone accounts for four new, extended or rehabilitated schools. A new elementary school is programmed for Western Addition A-2. The Diamond Heights Elementary School has long been in use and the new McAteer High School has just been opened in the area. The South School in the Hunters Point Project is nearing construction with another new school programmed and a third to be rehabilitated. Four child care centers are completed or under construction at Hunters Point. Another was recently completed in Western Addition A-2.

How would San Franciscans generally—not to mention neighborhood residents—do without the major medical facilities provided for through the redevelopment process? The Kaiser Clinic, with its 500,000 doctor-patient visits yearly. The expansions in the Mt. Zion complex. The Westside Public Health Center. The planned new California College of Podiatric Medicine—all in the Western Addition.

The earlier renewal projects have their shopping facilities already in use; the later projects have them under development. In some areas the shopping facilities such as those at Diamond Heights and the Golden Gateway Center are the key commercial attractions of their neighborhoods. Others serve both old and new renewal areas. Big shopping malls are on their way in Embarcadero Center and in the Fillmore Center. Even specialty products appropriate to a neighborhood are reaching a special clientele.



Friendship Village  
Western Addition A-2

Some 23 churches, rehabilitated and new, are to be built or have been built in renewal areas. One of the most dramatic of these is, of course, the new St. Mary's Cathedral. But there are others as well, such as the Unitarian church rehabilitation and extension. And the exotic, byzantine St. Nicholas Syrian Antiochian Orthodox Church in Diamond Heights.

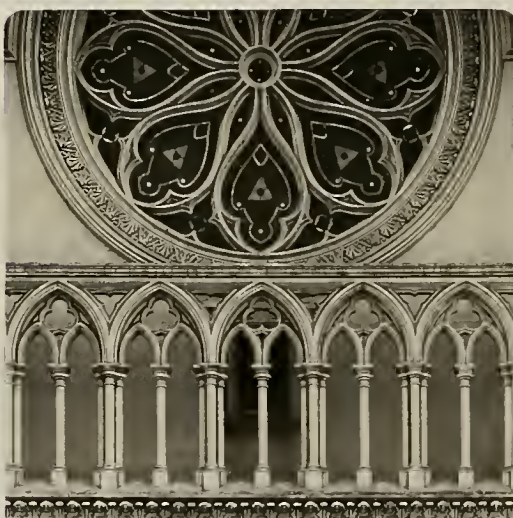
St. Mary's Cathedral  
Western Addition A-1



First Unitarian Church, extension  
Western Addition A-1



St. Nicholas Syrian Antiochian Orthodox Church, interior  
Diamond Heights



St. Mary's Cathedral  
Western Addition A-1



St. Paulus Lutheran Church  
to be retained.  
Western Addition A-2













Restorations, rehabilitations and preservations of good housing as well as building of commercial structures continue quietly with Redevelopment Agency assistance and with little fanfare. Eighteen per cent of the renewal housing to be delivered to San Franciscans will be obtained from improvement of existing homes. Many of these are excellent examples of Victorian architecture which link us with the past, but have been saved only with extraordinary efforts.

Award-winning Victorian restorations in Western Addition A-2  
1815 Sutter Street



1866 Buchanan Street



910 Steiner Street



2103 Bush Street



Powell Street Station, Bay Area Rapid Transit (BART)

Golden Gateway, above parking and Clay Street traffic

Transportation, traffic and parking problems are pragmatically solved. In some instances, the City beyond project boundaries is benefited by the improvement. Vehicles need to be provided with readily accessible parking facilities if central city congestion is to be avoided. The use of linkages to the Bay Area Rapid Transit System, as in the Yerba Buena Center Mezzanine or the new Embarcadero Center station, illustrate the accommodation of renewal areas to the BART system and the accessibility to other areas by people living or working in these renewal areas.

There is much fanfare in American cities on the corrective use of streets by prohibition of motor vehicles. The redevelopment process, however, makes malls and plazas above or off vehicular courses full-fledged new developments rather than limited corrections. In Yerba Buena Center and the Embarcadero Center shopping malls, the problem of conflict between pedestrian and vehicles will be solved by each being given its own area.

Widening of Geary Street,  
Western Addition A-1









Vaillancourt Fountain, Justin Herman Plaza  
Embarcadero Center



Pacific Bird by  
Semour Lipton  
Golden Gateway

Works of art abound in redevelopment areas by deliberate decision and not by accident. The range is sufficient to please (or to displease!) varying tastes. From the now classical Henry Moore in the Golden Gateway Center to the contemporary Willi Gutmann in the Embarcadero Center or the praised/condemned new fountain by Vaillancourt at the foot of Market Street. Provision of works of art is a requirement of all major undertakings in redevelopment projects. The Redevelopment Agency today is setting the pace for the City in regard to other public buildings.

"Standing Figure Knife Edged" by Henry Moore in  
foreground of Maritime Plaza upper portion of "Two  
Columns with Wedge" by Willi Gutmann against Security  
Pacific Bank Building in background



Much is written about the importance of urban design and various concepts or guides which may be used to achieve good urban design. The Redevelopment Agency concerns itself with applied urban design. As distinguished from such lucky or ameliorative illustrations as may be accomplished by a building or two here and there, it has the only process of operations on a large enough scale to make major contributions in this field. There are many fine office buildings downtown but many of them neglect the sight lines to the Bay or do not provide compensatory open spaces for enjoyment at pedestrian levels as do the buildings in redevelopment projects.

Horse by Marino Marini Maritime Plaza  
Golden Gateway

Loren Miller Homes  
Western Addition A-2



Diamond Heights Village  
Diamond Heights



Hunters Point residents, Agency Members and staff view  
new Hunters Point housing





Prince Hall Apartments under construction  
Western Addition A 2



Taxes are such a tender subject to San Francisco citizens and property owners that occasional indulgence in fanciful beliefs as distinguished from facts is understandable. One view is that redevelopment takes property off the tax rolls thereby increasing the taxes in non-redevelopment areas. Persons who hold this view forget that the Redevelopment Agency provides payments or credits in lieu of taxes, and that although there is a short period after the removal of buildings when taxes do decline, the net cash flow to the City Treasury from redevelopment areas is a substantial plus very quickly. Computed on the most conservative basis, returns are already up by \$4,300,000 (67%) per year in the City Treasurer's Office and the figure is on its way to an increase of more than \$22,600,000 (354%) per year, despite the heavy social-orientation of the Redevelopment Agency's program.

Developments such as the Golden Gateway, Diamond Heights and Yerba Buena Center, with the enormous increases they alone provide in tax revenues, in effect "support" the subsidized housing that redevelopment provides for low-to-moderate income families in other areas of the City, particularly in the Western Addition and Hunters Point.

Prince Hall Apartments completed



Chinese pedestrian bridge over Kearny Street to Chinese Cultural and Trade Center

Chinese bridge, from opposite direction, to Portsmouth Square and Chinatown



Several years ago there was much shallow talk to the effect that redevelopment is concerned only with physical improvements without regard to social needs. Such talk has substantially died out because it could not be supported by the results of the redevelopment process. Jobs and paychecks have been consistently regarded in redevelopment planning to be as important as physical structures. In fact, the kinds of physical structures programmed and delivered in the redevelopment process are intended to provide these employments and earnings. In so many cases these efforts have been tied to compensatory jobs programs such as that of the Holiday Inn of the Chinese Cultural and Trade Center. Because people cannot live by housing alone, the Hunters Point residential development is to be supplemented by the neighboring India Basin Industrial Park.

Years before there were so-called Philadelphia or San Francisco minority employment plans the Redevelopment Agency was setting up its own system in residential neighborhoods looking to the employment of 50 per cent of the construction staff from residents of the neighborhood. Stretching its resources to the limit, the Redevelopment Agency has maintained training programs such as that of the unarmed Security Guards. Within the Agency's own ranks of professional and administrative employees, approximately 50 per cent are minorities.

Citizen involvement is of special significance in governmental undertakings, and the first major example of how this might be successfully accomplished appeared in the practical working partnership of the Bayview-Hunters Point Joint Housing Committee and the Agency. All subsequent projects which are residential in objective have working partnerships of one kind or another. Although not always easy, there is believed to be increasing effectiveness as community leadership adds responsibility as well as guidance to its relationships with the Redevelopment Agency.

Another view, from Portsmouth Square





Community Center  
Ridgeview Terrace  
Hunters Point

Ridgeview Terrace  
Hunters Point

## II. EVALUATION

The question may well be raised as to how such benefits to the City and its citizens could have been or could be derived except through the redevelopment process.

Would desolate Diamond Heights be a new residential community?

Would the First Western Addition be serving as the core of the renewed larger Western Addition?

How would the San Francisco Produce Market be established on a sound economic and healthful basis?

Would the downtown core have been anchored by the residential complex of the Golden Gateway Center and its companion commercial job resource, the Embarcadero Center, without redevelopment?

Who other than redevelopment led the way in demanding that Hunters Point be turned into an attractive residential community?

To whom did the business community turn in providing jobs as a companion resource in India Basin?

Would the City be on its way to solving its convention center problem in a superior fashion without the solitary advocacy in the early days by the Redevelopment Agency against a city-wide apathy?

Would provision have been made for an increase of residents in this built-up City without redevelopment? And would there be any other instrument for providing housing for people of low-to-moderate income as effectively as redevelopment?

The Redevelopment Agency is content to abide by the intelligent citizen evaluations of such questions.



Blighted housing,  
Western Addition A-2



Western Park Apartments  
Western Addition A-1



### III. REDEVELOPMENT AND THE URBAN CONDITION

But redevelopment is so much a part of the urban life that it is caught up in the fears and frustrations, the aspirations and ambitions, the prejudices and priorities inherent in urban living. These are not only local manifestations but appear in most urban areas of the country.

Just as there are similarities of problems in urban areas throughout the country, there are, because of the dependence on Federal policies, programs and appropriations, similar benefits or even the evolution of new problems.

For example, the criticism that urban renewal does not provide enough housing for people of low-to-moderate income is not meaningful unless it is recognized that the renewal program was 11 years old before there were laws and appropriations to provide the necessary subsidies for such housing. Even with these, the current delivery system, erratically dependent upon Congressional and HUD actions each year for financing housing for low-to-moderate income persons is clearly inadequate. Housing, being a large user of capital, cannot be produced without regard to the national fiscal policies. But until housing production is made a more weighted goal, we will continue to have trouble with housing deficiencies in our cities—redevelopment or not.

Planning is a critical process in any urban development. Notwithstanding such importance, there is a strong tendency to postpone essential actions by the substitution of planning processes that have no clear commitment to action. Planning thus is relatively inexpensive and placates those who are concerned that something really ought to be done. In distinction, however, redevelopment, which is highly dependent upon planning, never enters that process without the expectation of turning that planning into the realization of its goals. Thus, when the community begins to realize that planning alone will not solve the problems of such areas as the Northern Waterfront, the Mission District, the Central City and others, it may decide that the planning inherent in the redevelopment process is what is really needed.

A myopic view of the uses of redevelopment is that it should be used for little else than provision of housing for persons of low-to-moderate income. If one were to accept the idea that the provision of housing by economic (and social) categories is good public policy for most households, then this function ought to be assigned to the Housing Authority. If, however, one adheres to a larger view that housing is only one component in the quality of the good urban life and that other critical components are job resources, educational and cultural facilities, recreation opportunities, health care, etc., etc., it would be a short-changing of the citizenry to confine redevelopment to the limited objective of housing.

There has already been reference to the importance of citizen involvement by neighborhoods in governmental processes. One can appreciate the benefits without going overboard. We cannot long live with neighborhood self-determination that disregards either the professional or technical contributions of specialists in government or the needs of the total city. No city can long exist if its neighborhoods are in effect so independent that they thumb their noses at all other neighborhoods of the city and their needs.

Finally, our country is in such a difficult transitional stage on funding urban renewal improvements or even funding ongoing urban service programs that it is difficult to foresee the exact form in which a more rational treatment with assured resources can take place. The present redevelopment projects live from hand to mouth. A dispute runs on as to whether they should be funded by special revenue sharing or categorical grants, or subject to more or less Federal control. What makes these arguments more difficult of resolution is the fact that by and large in recent years we have been dealing with more restricted funding than in the past. Federal versus local control must become an issue secondary to the question of how much Federal funding. At time of this publication the answer to such questions is not available.



Golden Gate Child Care Center Thomas Paine Square  
Western Addition A 2

#### IV. CITY MANAGEMENT

One feature is clear in urban life: Cities are beginning to take a stronger grip on the direction of their development. Cities are also beginning to have a better understanding of the relationships and integration of various programs and their funding. The laissez-faire period of city life is declining and should decline. The management of the basic directions of city life is increasingly recognized as an essential step in city management.

This does not forego the benefits of individual enterprise, initiative and ingenuity. On a public foundation, with positive commitments to the encouragement of private actions, city life can become increasingly attractive.

In the redevelopment process there is not only a plan. There is also a program to encourage entrepreneurs to try their skills and risk their capital. Redevelopment does not wait until someone wants to do something; it gets out and finds that someone and helps him accomplish what ought to be done. Thus, redevelopment is a tool of urban management and a sophisticated city will use it.

Exhibit Hall Model  
Yerba Buena Center



Clementina Towers  
Yerba Buena Center



Blighted Butchertown  
area will be new India Basin  
Industrial Park





(Above)  
Banneker Homes  
Western Addition A-2

(Below)  
Martin Luther King Square  
Western Addition A-2



(Above)  
Friendship Village  
Western Addition A-2

(Below)  
Thomas Paine Square  
Western Addition A-2

## V. THE NEED FOR COMPREHENSIVE COMMUNITY DEVELOPMENT

At the national level, there is recognition of the ineffectiveness and inefficiency of (1) the separate administration of related categorical programs, (2) the vast amount of red tape currently required in financing urban improvements, and (3) attempts to develop local goals and policies at the Federal level. Two examples illustrate this national recognition. First is the recent reorganization of the Department of Housing and Urban Development to place urban renewal, model cities, water and sewer grants, rehabilitation loans, neighborhood facilities, open space, and public facility loans under the single direction of one administrator dealing with community development. The second example is the proposed legislation for community development as identified in the President's budget submitted to Congress on January 29, 1971, which would consolidate the financing of comprehensive community development programs to cover the above elements.

San Francisco needs a policy which addresses itself to a comprehensive and balanced program for community development on a city-wide basis. It is important that the City is now organizing itself to coordinate the various elements of a community development program.

The San Francisco Redevelopment Agency stands ready and able to play an important role in that program.



Golden Gateway



(Above)  
Marcus Garvey Square  
Western Addition A-2

(Below)  
Diamond View Apartments  
Diamond Heights

# HOUSING COMPLETED IN SAN FRANCISCO REDEVELOPMENT AREAS May 1, 1973

	Subsidized Units*	Unsubsidized Units**	Total Dwelling Units
New Construction	2,372	3,260	5,632
Inspection/Rehabilitation	318	458	776
<b>TOTAL</b>	<b>2,690</b>	<b>3,718</b>	<b>6,408</b>

\*Financed under one of the following Federal housing assistance programs:  
Section 202, Section 221(d)(3), Section 236, Section 312, Federal Rent Supplements, or Public Housing Assistance.

\*\*Financed without assistance through the Federal Housing Administration or conventional lending institutions.

## NEW UNSUBSIDIZED HOUSING COMPLETED

Development	Renewal Area	Total Units
Single-family Homes	DH	492
Duplexes	DH	60
Village Square	DH	154
Cape Diamond Apartments	DH	30
Red Rock Hill	DH	104
The Sequoias	WA-1	300
Cathedral Hill South	WA-1	108
Cathedral Hill East	WA-1	138
Cathedral Hill West	WA-1	169
Martin Luther Tower	WA-1	124
Laguna O'Farrell Apartments	WA-1	150
The Carillon	WA-1	103
Laguna Heights	WA-1	72
Golden Gateway Townhouses	GG	58
Wm. Heath Davis House	GG	440
Macondray House	GG	178
Buckelew House	GG	178
Richard Henry Dana House	GG	400
Single-family units	WA-2	2
<b>TOTAL</b>		<b>3,260</b>



## NEW SUBSIDIZED HOUSING COMPLETED

<i>Development</i>	<i>Renewal Area</i>	<i>Total Units</i>
Thomas Paine Square	WA-2	98
Loren Miller Homes	WA-2	107
Marcus Garvey Square	WA-2	101
Prinee Hall Apartments	WA-2	92
Friendship Village I	WA-2	68
Friendship Village II	WA-2	90
Martin Luther King Square	WA-2	110
Banneker Homes	WA-2	108
Jackie Robinson Garden Apartments	HP	130
Ridgeview Terrace	HP	101
Diamond View Apartments	DH	58
Vista Del Monte	DH	104
Glenridge	DH	275
Clementina Towers	YBC	276
Western Park Apartments	WA-1	183
Midtown Park	WA-1	140
Jones Memorial Homes	WA-1	32
St. Francis Square	WA-1	299
<b>TOTAL</b>		<b>2,372</b>

## NEW SUBSIDIZED HOUSING UNDER CONSTRUCTION

Royal Adah Arms	WA-2	142
Frederick Douglas Haynes Gardens	WA-2	104
El Bethel Arms	WA-2	255
Jones Memorial Homes	WA-2	155
Unity, Peace and Freedom Terrace	HP	94
Salvation Army Apartments	YBC	258
Freedom West I	WA-2	192
<b>TOTAL</b>		<b>1,200</b>

## NEW UNSUBSIDIZED HOUSING UNDER CONSTRUCTION

Diamond Heights Village	DH	396
Single-family Homes	DH	20
Alpha Homes	DH	51
BRB Homes	DH	21
Yatsu Nami Apartments	WA-2	36
Single Family Units	WA-2	1
Sakura Apartments	WA-2	58
Golden Gateway, Phase II-A	GG	518
<b>TOTAL</b>		<b>1,101</b>

(Above)  
Hayman Homes  
Diamond Heights

(Below)  
Jackie Robinson Garden Apartments  
Hunters Point







From the Members of  
the San Francisco Redevelopment Agency  
May 15, 1973

A few facts illustrate the importance of  
renewal in San Francisco:

- ✕ \$192 million in Federal renewal grants have been made to San Francisco. Another \$70 million is needed to complete the existing program.
- ✕ San Francisco's redevelopment program includes construction of 14,000 new homes and the inspection, and where necessary, the rehabilitation of 2800 more.
- ✕ At the beginning of 1973, nearly 6,000 new housing units had been completed.
- ✕ Last year, housing construction reached the highest level in the Agency's history: 1,600 new units were under construction at the year's end. Based on preliminary information, it appears that half of all of the 1972 housing starts in the City were in redevelopment areas.
- ✕ Local property taxes generated in renewal areas reached \$10.6 million in the City in fiscal 1972-73. Prior to redevelopment, the figure was \$6.3 million, when adjusted to the current tax rate. And when completed, the eight redevelopment areas will produce \$28.9 million annually in property tax revenues.
- ✕ \$256 million in privately-financed construction has been completed in our renewal areas. Another \$120 million in private construction is underway. Still another \$800 million is scheduled. And further, millions more have been spent or are scheduled for public works, such as parks and schools.

Like any other city, San Francisco must respond to changing and extremely varied needs. In the past, its renewal program has proven an effective way to match the City's resources to these needs. In the future, it should prove even more effective.



Mrs. Elouise Westbrook, chairman of the Bayview-Hunters Point Joint Housing Committee, at redevelopment meeting in Hunters Point



Redevelopment Agency Members at Hunters Point Open House. From Left—James A. Silva, Joe Mosley, Walter F. Kaplan



Robert L. Rumsey, Executive Director  
San Francisco Redevelopment Agency

From right—Chairman Walter F. Kaplan, Vice Chairman Francis J. Solvin, Joe Mosley, Stanley E. Jensen



Cover Photo: Gene Wright

Community Meeting Room

Thomas Paine Square, Page 10

Golden Gate Child Care Center Photo, Page 13—

Karl H. Riek

St. Paulus Lutheran Church, Page 14—Bob Hollingsworth

St. Mary's Cathedral Photo, Page 15—Morley Baer

Loren Miller Homes Photos, Page 8—Robert A. Isaacs

Yerba Buena Center Model, Page 4

Western Park Apartments Photo, Page 26—

Jeremiah O. Bragstad

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